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ABSTRACT

This report examines the difficulties faced by the San Francisco school district in attempting school integration, and places these events in the context of the national picture of urban school desegregation. Chapter I describes the kind of community pressures to which the school board was exposed, and how the school board responded to these pressures. Chapter II describes the role of the Council of the Great City Schools in rendering assistance to the San Francisco school district. Chapter III reviews problems associated with designing some workable desegregation plans, as well as the plans themselves. (Author/DM)

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**DESEGREGATING URBAN SCHOOLS:  
EDUCATIONAL EQUALITY/QUALITY IN  
SAN FRANCISCO PUBLIC SCHOOLS.**

**A Report.**

**THE COUNCIL OF THE GREAT CITY SCHOOLS  
Washington, D.C.**

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## PREFACE

This report is an account of one urban school system's attempt to tackle the problem of *de facto* school segregation. It is a continuing story; all the problems have not been solved and, as this report indicates, the development of solutions has not been without obstacles and a series of frustrations. Nevertheless, the San Francisco Unified School District -- its staff and members of the school community -- have taken an important step in initiating a "process" aimed at involving all segments of the community in educational decision-making. Neither the "process" nor the Complex Plan described herein are intended to be regarded as a model for desegregation useful to any or all urban school systems, they are merely illustrative of the kind of activities that are being supported to deal with some of the crucial issues facing urban school systems. Those persons interested in achieving quality education in the San Francisco schools have come to realize during the last few years that attaining their goals required opening the lines of communication between the home and the school, the teacher and the administrator, the Board of Education and the citizenry-at-large, and promoting the constructive exchange of ideas among all those who are in some way served by, and a part of, the public educational system. An atmosphere had to be created in which all these groups could work cooperatively towards solutions to problems which affect them all.

Community involvement and community participation, as these concepts became operational in San Francisco, seem destined to become the educational "passwords" for the 1970's. If the American system of urban public education does in reality find itself at a crossroads today, as many assert it is, then it would appear that the key to its preservation and ultimate success in serving the needs of all children will be the ability of schoolmen to gain the commitment of the community to actively assist in developing new programs, new procedures and talent to help solve the problems which

plague the system.

The report which follows attempts to put into perspective the difficulties the San Francisco school district faced in its attempts to eliminate segregated schooling. The introduction puts these recent events in San Francisco into the context of the national picture of school desegregation with additional insights into the obstacles confronting urban public schools on both a national and local level. Chapter I outlines the recent history of school desegregation efforts in San Francisco and describes the kind of community pressures to which the school board was exposed as the demands to eliminate *de facto* segregation in the schools intensified. The response of the San Francisco Board of Education to the demands of the Community (Chapter I) makes interesting and instructive reading for educators, community activists and others involved in, or curious about, urban school desegregation.

The Council of the Great City Schools was pleased to have another opportunity to serve one of its member school districts and to be a part of the special effort of San Francisco described in this report. The role of the Council (Chapter II) was made possible by a contract awarded to it by the U.S. Office of Education which enables it to provide its member school systems with technical assistance for school desegregation problems. The Council was able to provide San Francisco not only with financial assistance but additional technical expertise to tackle some of the "thorny" problems associated with designing workable desegregation plans (Chapter III). This assistance was especially useful and appreciated as such at a time when there is considerable debate nationally over the future of school desegregation and a reluctance on the part of many to actively support it. The Council hopes this report will serve as an inspiration to others who are working towards quality, integrated education as a goal. The fulfillment of our national heritage and the quality of life in the United States will depend in a large measure on how we succeed in this difficult but worthwhile endeavor.

Democracy . . . is the only form of government that is founded on the dignity of man, not the dignity of some men, of rich men, of educated men, but of all men. Its sanction is not the sanction of force, but the sanction of human nature.

(Robert Maynard Hutchins, *Democracy and Human Nature*)

## INTRODUCTION: The National Perspective

### *Urban Public Schools in an Age of Crisis*

It has become fashionable to characterize urban public schools in extreme forms — as failures in the inner-city, as being unable to relate to the aspirations of the child of the ghetto, as enclaves of the white, middle-class culture to the detriment of non-white minorities. To understand, accurately, the crisis in urban education it also is necessary to look at the realities of urban life in America. It is not sufficient merely to accept unquestioningly what has become the most recently fashionable rhetoric.

The foundation for public school education in the United States was laid in the nineteenth century. Its basic philosophy has changed little since then, but the demands made on the school by urban communities have changed. They are asking that an institution whose traditions were forged in the nineteenth century solve twentieth and twenty-first century problems. Public schools are being asked to become the major instrument for solving the major national domestic problems such as racism, poverty, alienation and powerlessness. At the same time they are expected to respond to the unique manpower needs of an advanced technological society. In addition, the big cities in the last decades have been the victims of an exodus of major industries and middle-income families to the suburbs, higher rates of unemployment, an increase in the number of low-income residents of "minority group" status. With these changes has come a concomitant array of social problems, rapidly increasing costs and a diminishing tax base to pay for basic municipal services. Between 1930 and 1960, the average per pupil expenditure for education in fourteen of the nation's largest cities rose by three hundred and thirty-one percent (331%) while the per capita value of taxable property rose on the average by only ninety-seven percent (97%), an



obvious indication that the tax base of the cities has not kept pace with demands put on the educational system.<sup>1</sup> Another example of the financial difficulties of urban schools is the fact that New York City, the largest school system in the country, has doubled its educational budget in less than a decade.

More and more money is constantly required simply to maintain what appears to be an outdated system. Educators in an effort to respond to the growing demands on the educational system have developed the "add-on strategy", i.e., building layers onto the traditional educational system while at the same time trying to keep the present system operating. The result over the years is that the total educational system has become ponderous and largely unable to respond to the aspirations of those who depend most on schools as the lever to success and social status.

This ferment in urban education has created ever more insistent demands for effective schooling. The 1960's have seen the rise of a new era in school-community relations. The voices of the parents of disadvantaged children have become louder and louder; but more importantly, these voices are increasingly becoming more effective in demanding and getting results. Parent participation in the inner-city is emerging as a constructive if unsettling new concept in the educational process. Organized parent groups have realized that they cannot achieve more direct control of the school or school system without cooperation from teacher-groups and an open line of communication with school administrators. This factor may be the single most dynamic element on the contemporary school scene. It is directly relevant to the issue of urban school desegregation. If a desegregated, quality educational system is to become a reality, the community to be served by such a system must be involved in a meaningful

<sup>1</sup>H. Thomas James, James A. Kelly and Walter L. Garms *Why City Schools Need More Money. A Summary of Determinants of Educational Expenditures in Large Cities of the United States.* (Distributed by The Council of the Great City Schools, Washington, D.C.) p. 3.

way in its design and implementation. Community involvement may well become the dominant trend of the seventies and the way public education for the balance of the twentieth century will have to function. Without this kind of active involvement of community it is questionable whether public schools as viable educational institutions will be able to survive.

### *School Desegregation: A National Perspective*

Segregated schooling has become a major issue in the urban education crisis. The effects of racial isolation whether caused by *de jure* or *de facto* segregation have been extremely damaging to non-white children in the inner-city. Many parents of these children believe that these schools do not and cannot serve the needs of their children as presently constituted and the community control and involvement issue has grown out of this concern. Attempts to remedy school segregation and efforts to desegregate schools gained nationwide attention in 1954.

On May 17, 1954, in the now famous case of *Brown v. Board of Education*, 347 U.S. 483 the United States Supreme Court held that racial discrimination in public education is unconstitutional. One year later the Court required all deliberate speed in effectuating the transition from a *de jure* segregated school system to a nondiscriminatory system. However, any optimism held by civil rights activists, and engendered by this decision, that progress toward establishing racially integrated schools in the South would be swift was soon all but negated. The ruling of the Supreme Court was interpreted as applying primarily to the sort of legal segregation found in the South; and Southern Courts required only a minimum legal compliance when and if school cases reached the courts.

In northern cities the courts were further immobilized by the doctrine of *de facto* segregation. Whereas, in the South segregation had been a matter of law or *de jure*,

segregation in the North and West, insofar as the distribution of students was concerned, was without the explicit cover of the law but a social fact -- *de facto*, and was mainly a consequence of segregated housing patterns. The existence of the physical segregation of students in the North was apparent and often acknowledged; but the courts often denied any responsibility for remedying the situation. Early in the 1960's however, state courts were beginning to accept and legitimize the rights of school boards to move to correct, segregated schooling regardless of its cause.<sup>1</sup> The question arose however whether all school boards had an affirmative constitutional obligation to desegregate schools. From 1955 to 1965 the answer from federal district and appeals courts were conflicting. However, a positive change was perceived in 1965. The U.S. court of appeals in the Fifth Circuit provided the leadership in the South. During 1966 and 1967 it declared that the *Brown* decision required action not merely to avoid segregation but affirmative action to desegregate.<sup>2</sup> The Washington, D.C., school case (*Hobson v. Hansen*) decided in 1967 by the U.S. district court proceeded to strike down a number of discriminatory practices many of which were standard procedures in northern and western school districts. To date the Supreme Court has yet to declare a policy on *de facto* school segregation as it exists in northern urban centers.

Several state legislatures have also begun to move positively on the problems of urban education. Massachusetts passed the Massachusetts Law on Racial Balance in 1965 providing financial incentive and penalties to encourage school boards to construct school facilities conducive to the attainment of racial balance. California was one of many states to adopt legislation requiring fair and accurate repre-

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<sup>1</sup> Meyer Weinberg, *Integrated Education. A Reader* (Beverly Hills, California: Gencoe Press, 1968) Introduction.

<sup>2</sup> *Ibid.*

sentation of ethnic minorities in textbooks.

Some Federal legislation of special significance to schools has been adopted which also requires nondiscriminatory policies and practices. For example, the 1964 Civil Rights Act includes two sections which have an affect on behalf of school integration. Title IV provides federal money to assist boards of education design and implement school desegregation plans. Title VI prohibits the use of federal funds for racially discriminatory projects and programs. Section 601 of Title VI specifically states that: "No person in the United States shall, on the grounds of race, color or national origin, be excluded from participation in, be deprived of the benefits of, or be subjected to discrimination under any program or activity receiving Federal assistance." Unfortunately, in the North, federal authorities have not clearly interpreted Title VI as applicable to so-called *de facto* segregation; but as the federal government becomes increasingly involved in school affairs the debate on this issue grows more intense.

It has become clearer than ever before that racial segregation in the schools can no longer be regarded as a regional problem; it is national in scope and demands a remedy at the national level. The Supreme Court based much of its 1954 decision on the fact that children who attend segregated schools are damaged psychologically, socially and educationally. This sort of damage is not restricted to only those children attending *de jure* segregated schools, but occurs wherever racial segregation in schools exists, regardless of the cause. One would expect that the knowledge that children are adversely affected by racial isolation in the school would be sufficient to rally local, state and national legislations towards eliminating the causes of racial segregation just as Congress has attempted to eliminate the causes of another massive social problem, poverty. Over one-hundred years ago, Alexis de Tocqueville made an observation which has a great deal of relevance to the issue of school desegregation today. He noted that Americans have a

tendency to transform their political or social problems into legal problems; perhaps this kind of transformation serves to provide legislators and politicians in general with a more legitimate rationale for not moving as quickly and decisively as possible towards seeking adequate solutions to national problems.

*School Desegregation: Obstacles Faced by  
Urban School Systems*

When a school system declares either through its superintendent or its board of education that with or without a court order, state mandate, or some other form of affirmative requirement to act, that segregated schooling is educationally and socially unsound and should be eliminated, how does it go about getting the job done? And, what obstacles does it face in pursuing quality education in racially balanced schools? The obstacles as they apply to urban school systems might well be classified in a redefinition of the traditional "three R's". The new R's characterizing the plight of *de facto* segregated urban schools are:

1. Resources
2. Regionalism
3. Racism

Together these "three R's" constitute some of the most essential points discussed in urban school desegregation planning. In terms of present financial resources, urban school systems are unable to finance the cost of their present educational programs. They are forced to consider the costs involved in planning and implementing desegregation in the bleak context of an on-going fiscal crisis.

From whatever angle one looks at the financial picture of urban schools, one encounters a series of circumstantial inequalities between suburban and urban budgets and needs. The per pupil costs across the country rose more than three times as fast as the average per capital value of taxable

property in cities over a thirty year span.<sup>1</sup> In addition, city school systems receive a smaller share of the local tax dollar than rural or suburban systems because of the high cost of numerous other municipal services required in large cities. This declining ability to adequately finance education and the increasing requirements for educational services have placed the public schools of America's great cities in a dilemma so serious that only drastic increases in state and federal aid can help city schools meet the educational needs of their pupils.<sup>2</sup>

While some improvement in racial balance can generally be accomplished without additional financial resources, e.g., changing boundaries and feeder patterns, other aspects of an effective desegregation plan require additional funds for such items as staff development programs, student and community orientation and improved or new school facilities.

Urban school systems must also contend with the exodus of white middle-class families from the city and into the suburbs which, in addition to removing valuable municipal tax resources, leaves behind a growing non-white and poorer population and a diminishing budget from which to draw much needed educational funds. Desegregation also becomes more difficult in large geographic areas of the city when there are so few white, school-age children attending public schools. For example, in Washington, D.C. in 1968 over 94 percent of the children enrolled in public schools were non-white children. In Chicago the figure was 58 percent; in Philadelphia, 61 percent; in Detroit almost 61 percent. Not only is the flight of whites to the suburbs a problem in terms of racial integration, but also in terms of the socio-economic integration of children.

Many middle-class families leave the city in pursuit of

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<sup>1</sup>*Why City Schools Need More Money. A Summary of Determinants of Educational Expenditures in Large Cities of the United States.* By H. Thomas James, James A. Kelly and Walter L. Garms. (Chicago: The Research Council of the Great Cities Program for School Improvement n.d.)

<sup>2</sup>*Ibid.*

"good schools" for their children. And, most of these white parents consider the "good school" to be one where the majority of students are white and where per pupil expenditures far exceed those in the city. Urban schools are unable to compete with suburban budgets, facilities and the racial and class homogeneity of their student bodies. Increased cooperation among regional school systems — suburban and urban — would be a necessary and welcome step towards the achievement of desegregation in the largest urban school systems. To date, regionalism, or the existence of many independent school districts within the metropolitan area, is a real obstacle to this goal. But the achievement of metropolitanism — "the process of planning for future development of the metropolitan area as a unit" — as an education goal appears to be a long way off.

While the flight to the suburbs and to outlying areas of the city is often undertaken in the guise of "better education and better services", it has also been traced to the less articulated desire of many white families to find a racially homogeneous environment and is suggestive of another major barrier to school desegregation — racial prejudice. It is difficult to separate the concern of parents for better educational facilities and opportunities for their children, from fear, distrust and hostility toward Negroes and other non-white minorities. The attempt to preserve the "neighborhood school" is indicative of the kind of subtle racism prevalent in urban areas under the cloak of concern for the preservation of "good" education. For a full discussion of the "neighborhood school" concept see *Race and Place: A Legal History of the Neighborhood School*. Racial isolation in urban public schools is principally the result of residential segregation. The widespread employment of the "neighborhood school" policy, however, is currently being used as a vehicle for transferring segregation from housing to education. It has not been demonstrated that the neighborhood school is more sound educationally than schools with student populations from larger, more diverse geographic areas. Parents

argue that children are safer walking to their schools. Yet, even when it is possible to integrate schools through "pairing" techniques that require no busing and maintain neighborhood schools, there still has been resistance among white parents. The implication is that there is much more involved in parental resistance than the alleged desire for schools within safe walking distance.

In 1968 the National Advisory Commission on Civil Disorders (The Kerner Commission) warned the country that racism — black and white — in this country threatens to "lead to the permanent establishment of two societies: one predominantly white and located in the suburbs, in smaller cities, and in outlying areas, and one largely Negro, located in central cities." It is in this climate that educators must come to grips with the issue of *de facto* segregated schooling. Many educators believe that quality education is inextricably bound to the goal of desegregated schools and "only inferior education can result where the commitment among professional personnel to the education of minority-group children is less than it is to other children — no matter what other aspects of the education system are equalized."<sup>1</sup>

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<sup>1</sup> Benjamin Solomon, "Integration and the Educators." *Integrated Education: A Reader*. Meyer Weinberg, editor (Beverly Hills, California: The Glencoe Press, 1968), p. 135.



## CHAPTER I

### Planning for School Desegregation in San Francisco

#### *An Over View*

The city of San Francisco occupies a 46-1/2 square-mile peninsula that is the hub of the entire region known as the Bay Area. A significant clue to the character of San Francisco is the fact that three out of every ten of the Bay Area's inhabitants were either born outside of the United States or have at least one parent of foreign stock.<sup>1</sup> San Francisco's ethnic minorities tend to be gathered in relatively small areas, with Negroes residing for the most part, in three main districts. This concentration of ethnic groups has, of course, led to racial imbalance within a school system organized on the "neighborhood school" concept.

In September 1969, San Francisco was the 29th largest school district in the nation with a total of 115,457 children enrolled in 156 elementary and secondary schools. Fifty-three percent of these students are classified as white and forty-seven percent are identified as non-white. In San Francisco those groups classified as non-white include Negroes, Chinese, Japanese, Korean, American Indian and Filipino.<sup>2</sup> Students classified as white include those of Spanish surname. This group constitutes 14.7 percent of all pupils attending San Francisco public schools.<sup>3</sup>

During the 1968-1969 school year 4,222 school teachers were employed to teach in the San Francisco schools.

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<sup>1</sup> Jack McDowell, editor. *San Francisco* (Menlo Park, California: Lane Magazine and Book Company, 1969) p. 120.

<sup>2</sup> San Francisco Unified School District. *Racial Estimates of Pupils Attending San Francisco Public Schools*. (September 17, 1969)

<sup>3</sup> *Ibid.* In October 1970, the San Francisco Unified School District indicated that while the statistics have not yet been completely compiled, for school year 1970-1971, a recent survey shows that the percentage of white students in the District is declining while the percentage of Negro and Oriental students is increasing.

Eighty-four point two percent (84.2%) of these teachers were from non-minority groups and 15.8% were from minority groups.<sup>1</sup>

The San Francisco Unified School District during the school year 1969-1970 embarked on an ambitious project to design and subsequently to implement a model equality-quality program for twenty elementary schools in two elementary school complexes. The Board of Education approved the project on condition that serious planning for, and consideration of, the following components for the two elementary school complexes begin and be completed successfully in a designated time period:

1. Funding of significant components.
2. Transportation.
3. Parent-teacher-administrator involvement in the formative, implementation and operational phases of the plan.
4. Facilities and physical plant.
5. Junior High School feeder patterns.
6. Instructional arrangements including pupil-teacher-paraprofessional ratio, programs for all children, grade organization, curriculum materials, cultural learning centers, site specialization and other innovations.
7. Staffing and staff development — professional, administrators, and pupils.
8. Submission, during the planning phase, of periodic progress reports embodying concrete proposals for approval by the Board of Education.
9. Plans for systematic evaluation of teachers, administrators, and pupils.

Many minority and non-minority citizens, however, after fifteen years of relative inaction on the part of school boards,

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<sup>1</sup>The Council of the Great City Schools, *Preliminary Statistical Profile of the School Systems of the Twenty Council Members*. (May, 1970 - unpublished) p. 43.

were losing faith in the promise of integration. Rebuffed time and again by white resistance to integrated schooling, many black -- formerly enthusiastic -- integrationists were now reappraising the arguments of separatists for decentralized school systems and black control of black schools. These black as well as white separatist trends are evident in San Francisco as well as other parts of the nation and reflect a skepticism about the willingness of the school district to move toward meaningful integration. In addition, following the election of a new National Administration in 1968, the debate over desegregation intensified throughout the country. As a result of this new debate over the commitment or lack of commitment of the Federal government to support school desegregation, a general impression has developed that speedy desegregation of the nation's schools is less of a reality today than it was in 1954. While in 1969 the California State Department of Education issued new guidelines for the achievement of racial balance in California schools which gave additional incentive to the planners of the two elementary school complexes in San Francisco, even these were later repealed (March, 1970) by the State Department of Education in response to increased social and political pressures against school desegregation. (For a discussion of these guidelines see the Appendix, page 61 *Procedures to Achieve Racial Balance in California Schools.*) Even with the existence of these trends around them, there were enough people working with the school administration who believed that the continued existence of racial, cultural and economic isolation within the San Francisco community could only further complicate the already difficult problems within the School District. They proposed to the Board, therefore, that top priority be given to the proposals for the two elementary school complexes which, if successful, had the promise of becoming the prototype for integrated education throughout the city.

Nevertheless, San Francisco like most urban school districts had still to come to grips with the three-headed

"Charybdis" described earlier -- resources, regionalism and racism -- in order to deal effectively with a plan for desegregating schools. The most important of the three at this time appeared to be resources. But, San Francisco moved ahead with its planning of the integrated complexes in the face of the many barriers confronting the eventual success of the project. The complex planners engaged themselves in an intense planning period and through careful planning they were able to increase the enthusiasm and commitment of the Board and the community to the Complex idea, they did not, however, attempt to minimize the difficulty of the task itself. They were heartened, for example, by the success of a neighboring school district, Berkeley, where schools had been successfully and fully integrated in 1968 in spite of the fact that many of those opposed to the Complexes were quick to point out the integration disasters which had recently occurred in the neighboring cities of Sausalito and Richmond. But, the Complex Planners also recognized that delaying integration and school reorganization would only further reduce what faith remained in the District's willingness to move ahead.

#### *School Desegregation in San Francisco, 1962-1969*

The Board of Education of the San Francisco Unified School System had its first major confrontation with the issue of racial imbalance in the schools during the school year 1961-1962. It was at that time that various citizens groups including the Congress of Racial Equality (CORE), the Council of Civic Unity and the Bay Area Human Relations Clearing House, a group of organizations concerned with civil rights, asked that the Board move to correct racially imbalanced schools by appointing a citizens' committee to examine the problem of *de facto* segregation in San Francisco public schools and submit a progress report to the school community. It was decided that the Superintendent himself

would make the report. The results were disappointing to many citizens who were strong civil rights advocates. In March, 1962, the Superintendent gave his report which proved to be very inconclusive and in which he opposed a racial census. At this same meeting, since the civil rights groups had not seen a copy of the report in advance, the Board decided to hold a special hearing later in the year and this aspect of the controversy ended in a stalemate.

For the next two years the school desegregation issue moved along very slowly. The NAACP filed a suit against the School District asking the courts to order the school system to present a plan to eliminate *de facto* segregation. Six months after filing and while the case was still pending, a committee of board members recommended that the idea of race be considered when new school sites were selected and endorsed the redrawing of school boundaries to reduce segregation. The committee rejected busing as a method of correcting racial imbalance. The Board of Education voted unanimously to adopt the committee's recommendations. This action put the charges leveled by the NAACP in its court suit in an ambiguous position, and the suit was subsequently withdrawn.

In 1963, at the start of the fall semester the high school open enrollment plan was implemented. But it was not until the summer of 1965 that the Superintendent agreed to meet one of the demands which had been presented in January, 1962, to conduct a racial census of the schools. It was learned that the eight high schools ranged in Negro population from 4 to 34 percent. The fifteen junior high schools had a range from 2 to 90 percent Negro students. There were 95 elementary schools in San Francisco and all had some white students; one of them had no Negro students. The census also showed that if the 10 percent point were used as a threshold, seventy-six percent of all San Francisco Negro students were in integrated elementary schools; and nine of the elementary schools were classified as segregated pre-

dominantly Negro schools.<sup>1</sup>

In 1966, the San Francisco Unified School District retained the services of the Stanford Research Institute (SRI) to study racial imbalance in its schools and to propose alternative desegregation plans. At the end of one and a half years of intensive study, Stanford Research Institute submitted a report which described eleven possible ways to eliminate the racial isolation of students in the city schools. At the same time that the SRI study was completed, San Francisco was seeking a new school superintendent. Since the contract with SRI specified that the recommendations made by their report should be presented to the community for its reactions, it was decided that the new superintendent should be given the opportunity to conduct the community forums which would discuss the SRI report. Action on the report was delayed until Dr. Robert E. Jenkins became Superintendent in July, 1967. The Board asked him to narrow down the alternatives proposed in the SRI report before presenting them to the community. In December, 1967, Superintendent Jenkins completed that task and submitted his first report on quality integrated education to the Board of Education, *Educational Equality/Quality Report #1 . . . Program Alternatives*. In this report Superintendent Jenkins added a new dimension to the issue of school desegregation in San Francisco: the concept of quality education. Along with three of the alternatives proposed by SRI, eight additional ways for achieving racial balance were suggested and included in the report.

*The Educational Equality/Quality Report #1* of the Superintendent now became the basis for public discussion at several community forums attended by thousands of citizens. Deep concern was expressed about those alternatives in the report which included cross-town busing as a method for achieving racial balance. "Forced busing" soon became the

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<sup>1</sup>Robert L. Crain, *The Politics of School Desegregation*. (Chicago: Aldine Publishing Company, 1968), p. 88.

"red-herring" in a great many of the discussions of the Stanford Research Institute study as summarized by Dr. Jenkins in his *EEQ Report #1*. This issue of busing weighed heavily in the attempt to seek reasonable and feasible plans for desegregating schools. It looked as though the SRI study would soon be abandoned. In a continued effort to design a plan which would be more feasible and realistic than the report done by SRI, the Superintendent appointed a task force composed of teachers, administrators, and a citizens advisory committee to study all of the proposals which resulted from these community forums and to submit additional recommendations for constructive and practical ways to achieve equality/quality in the city's public schools. The Superintendent's charge to this group was:

"The problem of racial equality and educational equality/quality encompasses the most difficult and urgent challenges facing our schools. We are hopeful that with the number of suggested plans that have been presented to us we can find the answers that will greatly strengthen our educational program for boys and girls of all racial, social and economic backgrounds, and help to unify our city as we work together in the development of great city school systems. We are concerned with the goal of integrated education of the highest quality."<sup>1</sup>

The Board of Education joined the Superintendent in endorsing the development of plans and programs leading toward improved quality education and integration in a policy statement adopted on June 10, 1968:

The Board of Education, affirms its responsibility to promote racial and ethnic integration with carefully

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<sup>1</sup>*Educational Equality/Quality Report #2*... Report of the Citizens' Advisory Committee to the Superintendent's Task Force Studying Educational Equality/Quality and Other Proposals. Submitted to the Board of Education and Superintendent of Schools of the San Francisco Unified District, February, 1969, p. 1.

considered, practical plans that are reasonably feasible and acceptable.

The Superintendent is hereby authorized to formulate and submit for Board Approval reasonably feasible plans to bring about, as soon as possible the greatest amount of integrated quality education in the following phases:

1. Initial plans (1968-1969)
2. Intermediate (to be implemented not later than 1971-1972)
3. Long-range (developmental, beginning 1968-1969)<sup>1</sup>

A report entitled *Educational Equality/Quality Report #2* was the product of the Citizens Advisory Committee's efforts. It was submitted to the Board of Education and the Superintendent in February, 1969. The Committee stated that the School District had willed to itself a legacy of problems related to racial, cultural and economic isolation. The community at large held a skeptical view of the School District's willingness to move toward meaningful integration and this skepticism was being reflected for example, in the separatist trends developing in the San Francisco area. It was the Committee's recommendation that the School District begin to provide the leadership for the community in moving towards meaningful integration at all levels of society. The task by its very nature would be an extremely complex and costly one; but further delay might result in an even costlier monetary outlay as well as further deterioration of the social fabric of the San Francisco schools and community. The Committee also indicated that recent reports from the Board of Education, revealed that all the money spent on compensatory education in large school districts has brought little if any return. It was the Committee's opinion that integration would cost less than those monetary and social costs which would surely result from further delay and it was time that

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<sup>1</sup>*Educational Equality/Quality Report #2*, p. 41.



San Francisco gave it a chance.

The Committee's report made several recommendations for reorganization of certain school practices to facilitate integration. Among the recommendations was the creation of two elementary school complexes, Richmond and Park South, as models for future integrated elementary school complexes. The expansion of bilingual programs for Chinese and Spanish-speaking children was recommended as well as the improvement of community relations with the schools.

The Superintendent recommended to the Board that *Report #2* be studied by parents, teachers and administrators in the schools that would be directly affected by the recommendations, in order to determine the feasibility of the proposals. Later the Board authorized the Superintendent to retain Davis-MacConnell-Ralston, Inc., Educational Planning Consultants for several large cities, to assist in the analysis of these community and other staff feasibility studies; and to present more detailed information on the proposed complex approach for the twenty elementary schools in the two designated areas.

Based on the Report of the Citizens Advisory Committee and the school-community feasibility studies, the Superintendent recommended the following in *Educational Equality/Quality Report #3 . . . Time for Action!*:

1. Elementary School Complexes

That two elementary school complexes, the Richmond and the Park-South, should be created as models for future complexes in San Francisco, and that 1969-70 be used for instructional planning, in-service education preparation of school facilities and the arrangement for transportation through limited shuttle busing with implementation September, 1970, in accordance with the basic proposals for educational equality/quality recommended by the Citizens Advisory Committee.

It is further recommended that in order to achieve greater educational equality/quality the grade structure of all the schools in the two complexes be reorganized

with several schools serving the kindergarten through fourth grade, and the others designated as kindergarten, 5-6 schools, depending upon the school site and facilities, and that Curriculum Materials Center concept be expanded to provide a Cultural Learning Center for each complex, with specialized resources centers to be developed in several of the elementary schools.<sup>1</sup>

The Complex approach to achieving quality integrated education had been proposed initially in the Superintendent's first Equality/Quality Report (December, 1967) and subsequently became a key recommendation of the Citizens Advisory Committee. The feasibility studies which had been analyzed by MacConnell-Ralston, Inc. demonstrated that a little more than fifty percent of the participants believed that the Complex idea would be a reasonable and practical plan for San Francisco.

In outlining the basic plans for the two proposed Complexes the Superintendent and his staff utilized a framework which incorporated the necessary elements for equality/quality education within the parameters of financial reality. Current school sites and facilities would be used with a reorganization of the grade structure and of the geographic areas from which the complex schools would draw their students. The enlarged neighborhood concept would make it possible for all the schools in the Complex to have racial and ethnic percentages more closely approximating the population in the entire complex.

A provision for shuttle busing would be made for approximately 4,500 of the 9,000 children attending schools within the two Complexes and the development of time schedules and fixed locations would make it

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<sup>1</sup>*Educational Equality/Quality Report - 3... Time for Action! Recommendations of the Superintendent of Schools, San Francisco Unified School District, May 20, 1969, p. 5.*

possible to confine transportation to a restricted area of pick-up and delivery. While transportation would be provided the parent and the child would have the option to use it or not use it. The Complex Plan as envisioned by the Superintendent in *Report #3* would also include the use of personalized and individualized instructional programs with the most modern and innovative instruction materials and methods. The Complex idea would also incorporate measures to provide for the better utilization of the talents of teachers and instructional materials as well as a realistic program of professional development and in-service education for teachers and administrators in the complex schools and more effective use of supportive services.

The elementary school complex idea for the San Francisco Unified School District was presented in a report to the Board of Education on June 10, 1969. The meeting of the Board set the underlying philosophy and reporting dates for implementation of the Superintendent's *Educational Equality/Quality Report #3 . . . Time for Action!* The first reporting date and the most crucial one was set for December 1, 1969, less than six months away. The following resolution was adopted:

"Resolved, that the Board of Education reaffirms the proposition that racial and ethnic integration of the school population and staff is one of the essential conditions of educational excellence in American schools. It also affirms that there are instructional components equally necessary to any plan designed to improve the quality of instruction.

"The Board recognizes substantial merit in the concept of the Superintendent's Equality/Quality Plan, Report #3 and accepts the report with the understanding that its implementation in September of 1970 shall be conditioned upon firm commitments of adequate funding for one year and serious indication of interest in funding for two years thereafter, and upon approval by

the Board of Education on or before December 1, 1969...

The Board proceeded to outline the components (described on page 12), the details of which had to be fully developed and funding sources to implement them found by the December 1st deadline. The Board reiterated its concern for careful planning:

"The Complex plan will not be implemented without the necessary quality components and unless the Complex plan will provide substantial improvements in the quality of education of all children involved."<sup>1</sup>

With the passage of this resolution and under pressure of deadlines less than six months away, the Superintendent and his staff initiated an intensive effort to secure funds for the complex plan. A team of people were assigned to the task of coordinating this difficult planning phase. The Assistant Superintendent for Innovative Planning was released from all other responsibilities to help coordinate all the activities involved in the development of the more detailed plans for the complexes by December 1, 1969. Working with the Assistant Superintendent were four members of the Supplementary Planning Center, a federally funded Title III project; three school administrators, a researcher/evaluator; and a community organization liaison specialist, whose salary initially was funded for one month by The Council of the Great City Schools.

Virtually every segment of the Central Office staff as well as members of the school community had a role to play in this planning phase. Attempts to provide an opportunity for teacher involvement resulted in special teacher councils in each complex area. Complex Advisory Councils were set up in both the Park-South and Richmond areas (the two sites for the initiation of the Complex Plan). The Councils provided parents, teachers and other community people the opportunity for meaningful participation in planning and decision

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<sup>1</sup> June 10, 1969, resolution of the San Francisco Board of Education.

making. Contact was made with state and federal agencies as well as private foundations with the hope that these explorations would result in the funding of significant quality components.

## CHAPTER II

### Technical Assistance in Action: The Council of the Great City Schools

It was soon after the Board resolution of June 10th was passed that The Council of the Great City Schools was invited by the Superintendent to provide technical assistance on school desegregation to the San Francisco Unified School District. The Council in the next few months was able to provide both consultant help and funds to San Francisco to assist in designing and implementing the Complex plan. As a result of the response of San Francisco staff members to the technical assistance made available by the Council, there is no doubt that the Council played an important role in the subsequent success of the Complex planning effort. On January 6, 1970, the San Francisco Board of Education voted unanimously to accept the Complex Plan and to approve its implementation for September, 1970. This Chapter is a summary of how The Council of the Great City Schools contributed to this outcome and an explanation of the process by which the plan was developed.

The Council of the Great City Schools, with its membership consisting of 21 of the nation's largest urban school systems, was incorporated in 1961 to conduct studies of unique problems faced by these school systems in their efforts to meet the comprehensive needs of their constituents. The Council has also designed and implemented demonstration projects to help provide solutions to some of these problems. In January, 1969, under Title IV of the 1964 Civil Rights Act, the Council was awarded a grant by the United States Office of Education to implement a technical assistance program on school desegregation problems.

It was the objective of the Council in administering that grant to accelerate and improve those programs which would increase school desegregation and to assist in the initiation of creative, new programs which would provide racially inte-

grated educational experiences. Specifically the objectives of the Council in the area of school desegregation and with respect to the technical assistance grant are:

1. The provision of technical assistance to school systems which are in the process of identifying desegregation problems, developing and implementing plans and programs to facilitate desegregation as well as for meeting crisis situations arising out of desegregation activities.
2. The provision of consultant services to school systems in their efforts to provide meaningful intergroup experiences and quality education in a desegregated school environment.

In June, 1969, the Council was invited to provide technical assistance to the San Francisco Unified School District. The invitation was issued soon after the Board of Education had reaffirmed its commitment to the racial and ethnic integration of the San Francisco public school population and accepted, on condition, the Superintendent's *Educational Quality/Equality Report #3*.

This conditional acceptance, as explained earlier, was based on the Board's requirement that more detailed plans be developed for implementing the nine components outlined in its June 10, 1969 resolution: funding, transportation, parent-teacher-administrator involvement, facilities and physical plant, junior high school feeder patterns, instructional arrangements, staff development, periodic progress reports, and systematic evaluation.

In the weeks following, Council staff members met in San Francisco with key school staff members to learn as much as possible about school desegregation plans for San Francisco. The objective of these exploratory visits was the development of a clear and comprehensive strategy for providing effective technical assistance. In developing a strategy, a number of factors were considered. The school district staff was faced with a myriad of problems, not the least of which was that they already were seriously behind

time in planning and implementation to meet the December 1st deadline set by the Board of Education. In addition, complex planning as it had proceeded thus far, in the opinion of Council staff, was weighted by three pervasive factors: 1) a general lack of experience and far-reaching knowledge related to planning and implementing a desegregation plan such as the one envisioned for the two elementary school complexes; 2) the creation of an atmosphere of intense pressure for "action" without establishing a "process" for the development of the quality education components and the model for community organization; and 3) the presence of the belief among some representatives of SFUSD and the community that real support of the program was not present among top school staff and key members of the community. In fact, it has been said that to ensure the project's failure, the Board had intentionally set unrealistic deadlines and made their final approval contingent upon obtaining funding from sources other than the school district. While others believed that the Board realized that the real danger was not unrealistic deadlines and contingent funding but that staff and those in favor of integration would fail to recognize that integration would not be accepted in San Francisco without quality components well thought out and planned far in advance and without additional and extensive funding. The kind of technical assistance to be provided by the Council to San Francisco would be determined in part by these factors as well as by the specific areas of need outlined by the San Francisco school staff itself.

Council staff believed that technical assistance on school desegregation could be rendered most effectively in San Francisco by utilizing the expertise of members of the Council's Racial Equality Committee. The Racial Equality Committee, one of the Council's several standing committees, was created by the Board of Directors in 1968. The Committee is intended to make use of the unusual structure and capacity of the Council to attack in a unified way the mounting concerns and problems in race and education in the



Council's twenty-one member school systems. Working on the Committee from the various big urban school districts are school superintendents, school board members and school administrators with special responsibilities and concerns directly related to race, minority groups and education. Committee members as well as Council staff regularly consult with resource personnel from minority group organizations, foundations, state, local and Federal government agencies as well as many private organizations with programs and goals related to the work of the Committee.

Council staff notified Committee members of San Francisco's request for technical assistance and sent to them a summary of the district's desegregation efforts. Preliminary to intensive discussions designed to provide San Francisco with the kind of technical expertise it required to design the two elementary school complexes, Racial Equality Committee Members were asked to locate and send to SFUSD material related to the following items listed by San Francisco:

1. The development of a model computer data-bank for fast and accurate retrieval of information regarding the students, teachers and community within the complex area.
2. The identification and definition of quality education components.
3. The development of representative community groups.
4. The development of guidelines or identification of research data for pupil assignment in a desegregated system.
5. The location of technical expertise and financial resources for implementing the Complex plan outlined in *Educational Equity/Quality Report #3*.

This request for information was only the first step in a process designed to facilitate high-level information sharing among educators and others who have accumulated a vast

range of expertise and knowledge in desegregation planning.

San Francisco was faced with a critical deadline and SFUSD staff assigned to direct the planning phase of the Complex Plan were confronted by a myriad of questions and tactical problems with which their previous experience, for the most part, had not prepared them to deal. When advised of this dilemma in San Francisco, many Racial Equality Committee members agreed that San Francisco might greatly benefit from the collective experiences and the information-gained by Committee Members in similar situations occurring in their own school systems around the country. Plans were made by Council staff to conduct a workshop in San Francisco. Several members of the Committee were invited to participate as consultants to the San Francisco Unified School District in what was envisioned to be, and materialized as, a dynamic exchange of ideas and information designed to put "the meat on the bones" of a skeletal Complex Plan to achieve quality education in an integrated setting in the elementary schools of the Park-South and Richmond districts of San Francisco.

With a membership of twenty-one of the largest urban school systems the Council can provide this unique service by calling upon a vast array of educational talent in any one of a number of subject areas to assist in problem-solving ventures. This ability to bring together Racial Equality Committee members with professional expertise and skills at the right time has proven to be a useful, appreciated and substantial aid to school administrators seeking technical help from the Council. Members of the Council staff coined the phrase "the process is the service" to refer to this unique capability, -- it is a process of providing local school administrators, parents and students with a variety of program alternatives, the benefit of the experience of educators and other professionals with similar problems, new ideas, new concepts and models and suggestions for funding sources.

### *"The Process is the Service" in San Francisco*

In the fall of 1969, the Council brought to San Francisco selected members of its Racial Equality Committee to work for three days with the Superintendent's administrative staff assigned to design the components of the Equality/Quality Complex Plan. These Council consultants are key members of their respective school system's central administration. Most of them are responsible for directing the activities of their respective school district's office of integration, school community relations, or intergroup affairs. In addition, one committee member in attendance was a highly respected member of the Board of Education in a city often described as being in the forefront of educational reform. As a board member and community leader who is recognized for his active support of equal educational opportunity and educational innovation, this consultant provided an important dimension to the work sessions in San Francisco.

While its stated goals were to provide San Francisco with detailed information about "what works" in other cities, the work session quickly became more than a discussion of "promising practices". San Francisco had the advantage of having in one room veterans of some of the biggest "battles" ever fought in public education: Philadelphia, Chicago, Boston, Detroit, Washington, D.C., Pittsburgh and Minneapolis. With access to informed accounts of why and how the "battle scars" had been administered, how other "wounds" were avoided, what should have been done and was not, the San Francisco staff had its directions for action. This process was perhaps the major and most crucial service the Council could provide to San Francisco at the time.

### *How You Get There is Important*

The focal point of the conference turned out to be

"community participation". A skeletal plan for achieving equality and quality in education within the twenty schools of the two complexes had been outlined in the Superintendent's report entitled *Educational Equality/Quality Report #3*. When, on June 10, 1969, the Board of Education accepted this report and the concept of integration in these two areas, it stipulated that final acceptance of the plan, and its subsequent implementation, depended on the firm commitment of adequate funding and concrete plans for the nine components on which the Plan would be based (transportation, facilities, etc. see p. 12).

Council consultants from the Racial Equality Committee had been invited to San Francisco with the expectation that their input would serve to help develop the concrete plans required by the Board of Education. Specifically the San Francisco staff grouped the stipulations of the Board into three general categories:

1. Development of a computer data-matrix model.
2. Development of a system design of quality education for the complex, with a definition of each component of quality with control methods and development of a functional task and methods/means analysis for achieving these objectives.
3. Design, development and implementation of a community organization model for the goals of achieving citizen consensus, disseminating knowledge, giving professional help to teachers and administrators, and nurturing a social climate for the successful development of the complex.

The consultants "zeroed in" on the third point listed above. The Board of Education, as stated earlier, required that the community be involved in the complex experiment and the San Francisco staff, anxious to comply with this requirement, wished to design and implement a community organization model to achieve this goal. However, as the members of the Racial Equality Committee perceived it the Board required that the community be actively involved in

every stage of the Complex Planning operation yet the school staff at that very moment was busy planning without the involvement of representatives of the community. The Committee felt that the development of the community organization model and its implementation should have high priority and not be developed concurrently with the eight other elements outlined by the June, 1969 resolution. Unless the community was involved at the earliest possible moment, the consultants from the Committee believed, that the success of any plan developed exclusively by the school staff, would be severely threatened.

Community control and community involvement in the decision-making process has become the rallying cry of many parents in urban communities and educational institutions have been the focus of this movement. New York City has been, perhaps, the city where the community control and involvement issue has been most visible and other eastern cities have felt and are continuing to feel the effects of this issue. Most of the consultants present at this workshop were from some of these cities and have been continuously involved in negotiations with community leaders and parents.

They have been exposed to the pressures generated by communities not traditionally included in school affairs but anxious to make their voices heard and to see their concerns incorporated into school policy. With this kind of background the consultants perceived that the crucial need in San Francisco was to involve persons from the community in *every* stage of the complex planning. An effort needed to be made *not* to win community support for a plan designed by the Superintendent's administrative staff, but to develop a process that would insure that the plan was one that could be honestly *attributed* to the community which would participate in its operational phase.

The dangerous possibility of using the community only as "a rubber stamp" to gain the approval of the Board of Education was clearly evident. In addition, such a procedure would risk the alienation of those persons whose support

would be crucial at the Board hearing in December, 1969. The central school administration, the consultants advised, needed to avoid at all costs the kind of community involvement which only serves to help the educational establishment make acceptable what *it* wants to do. Parent and community involvement can be regarded as a meaningful concept only if it results in changing the educational process to such a degree that parents and the community believe that what is going on in the schools is something they want to see happening. This is a process which assures integrity. Without question, one of the most important elements in the attempt to provide quality and integrated education is the process and the strategies by which it is obtained.

Because of their strong feelings about "how the community should be involved in the complex", the Racial Equality Committee consultants indicated that the San Francisco staff needed to re-evaluate its own priorities, as well as those established by the Board of Education. The deadline for concrete plans had been established as December 1, 1969. It was already October. Clearly, the development of a viable and representative community component needed to be established before proceeding any further. The Board needed to be convinced that whatever "process" was developed for involving the community would be vital to the ultimate acceptance and success of the complex plan. To proceed haphazardly only to meet an arbitrary December deadline could jeopardize the program's integrity and its acceptance by the community to be served by the school complexes.

The Board and school administrators in San Francisco needed to face the fact that even in the most ideal circumstances for planning school integration, the program could fail. Current trends made careful planning even more necessary. It is becoming clearer and clearer that a growing number of people are not willing to accept integration. They have made it clear that they do not want it and do not believe in it. For this reason, if any kind of integrated

program is to succeed -- given the political and social picture which presently exists in parts of this nation -- one obviously has to take the time to do what one can *well*. And, there is certainly no chance of succeeding without a genuine involvement of concerned people -- the parents and friends of the children who will be affected.

#### *Other Elements Reviewed*

The October meeting between Council consultants and staff members of the San Francisco Unified School District served to help identify probable problem areas as well as to clarify the direction of program planning. Time was also devoted to possible funding vehicles, components of quality education, in-service and pre-service training for teachers, staff and students in the elementary school complex areas, the harnessing of the educational leadership and resources of the community and attracting representative leadership from the black, Chinese and Spanish sur-name communities. There was little doubt, however, that the issue of parent and community involvement in the planning, decision-making and operational stages of the desegregation of Park-South and Richmond Complex schools dominated the workshop session. There is also little doubt that the work of the San Francisco school staff and the work of the community in the succeeding months were greatly influenced by what was learned at this fall 1969 meeting attended by Council consultants.

#### *Another Form of Technical Assistance*

As a part of its effort to provide technical assistance to the San Francisco school district, the Council in addition to providing consultant and staff expertise also provided the initial funds to support the position of a community organization liaison person for the San Francisco schools. In retrospect this position became crucial to the development of

a program for intensive community and staff involvement in the complex planning

There were some indications that the San Francisco school administration, like many school administrations in this country, suffered from a "credibility gap" in many sectors of the community. It was clear that in order to develop the kind of community participation envisioned by the Racial Equality Committee consultants in October, 1969, this gap would have to be bridged. Many citizens living in the two complex communities felt that the educational establishment could not really be serious about "real" school desegregation in the twenty complex elementary schools, not in this day and time. In addition, integration in many instances has only meant busing black children away from black schools into white schools, never the reverse. White parents were especially anxious about ways in which their children would profit by going to integrated schools. An added dimension to San Francisco's school desegregation efforts is the presence of racial hostilities not only between some of the white and black citizens but also between some of the Chinese population and the black population. In proposing that parents and community become involved in designing the complex, the school staff found it necessary to respond to many of these fears. This responsibility was largely that of the community organization liaison person.

San Francisco was fortunate to have selected a person for this position who had been able to maintain credibility with both the "downtown" central administrative staff as well as with members of the two complex communities. She was able to accurately communicate the needs and concerns of parents to the school staff and at the same time her position as a member of the central school staff was not compromised or misinterpreted by the close links she had established with the community. She was loyal to the equality/quality concept and the complex plan and recognized that it had to be the community's plan to succeed. She worked closely with the Park-South and Richmond Advisory



Councils which consisted of parents, teachers and administrators as well as other community persons interested in planning the design of the two complexes.

It is important to note that the San Francisco Unified School District put great emphasis on the Complex Plan as a model of a quality educational environment. Equality of opportunity for all racial and ethnic minorities was a crucial part of this model system, but the concepts of desegregation and racial integration were not over-emphasized in the discussions of the complexes as a whole. An effort was made to incorporate those concepts as part of the basic foundation for quality education in the schools.

#### *Parents Form Advisory Councils in Two Complexes*

In October, 1969, the involvement of all segments of the Complex communities was sought by the school district in planning, implementing and operating the model equality/quality school complexes envisioned for the Richmond and Park-South districts of San Francisco. The Superintendent's staff had initiated the development of a community involvement vehicle in the early fall. Increasingly, however, the attempt was made to have parent groups develop which would be not only representative of the complex communities as a whole but would also be independent from the school administration and able to initiate recommendations and submit reports reflecting the educational goals of the community-in-general and not just those of one or two isolated segments of it.

The Councils consisted of parents in the two complexes but they included not only parents and other community persons interested in good schools, but also people from the School District's Central Office, principals and teachers to insure maximum input and the development of workable recommendations. The Councils met once a week: the Park-South Advisory Council on Tuesday evenings; the Richmond Advisory Council on Wednesday evenings. The

meetings rotated to different schools in the complex each week. Nine committees were formed within each of the Councils to work on each part of the Complex Plan. Chairmen were elected and an intensive period of work was started as community involvement in school-decision making became a reality in these two districts of San Francisco. Parents who had been asking for a meaningful voice in the ways their children are educated were encouraged to join the meetings to influence important decisions. Teachers and principals were likewise encouraged to make their feelings known and their professional expertise available.

### CHAPTER III

#### The Complex Plan: "Schools for Living an Adventure in Education"\*

In December, 1969, as a result of the intensive effort made by the school administrators assigned to the development of the complex plan and members of the community who participated in the Park-South and Richmond Advisory Councils, a progress report of the planning for implementation of the Superintendent's Educational Equality/Quality Report #3 was issued to the Board of Education. On January 6, 1970, the Board of Education meeting was devoted to a review and discussion of this report entitled "Schools for Living an Adventure in Education", and provided an opportunity for the Board to hear an expression of public views on the subject. At this meeting the Board unanimously endorsed the report for implementation in September, 1970. The Board made a commitment of \$1,207,114 in the 1970-71 school budget contingent on the staff's resourcefulness in obtaining funding for the balance of costs amounting to \$1,622,000. This meeting of the Board lasted for more than four hours. A heated debate between speakers for and against the plan took place with proponents outnumbering opponents by more than 2 to 1.

The plan which was approved by the Board on January 6, 1970, covered the nine areas for which they required concrete plans in their June 10th, 1969 resolution.

The report submitted to and subsequently approved by the Board presented detailed plans for implementing the nine components which would provide the integrated, quality educational setting envisioned for the two elementary school

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\*This chapter is a summary of recommendations presented to the San Francisco Board of Education on December 16, 1969 by Dr. Robert E. Jenkins, Superintendent of Schools: *Educational Equality/Quality. Schools for Living an Adventure in Education. Planning for Action.*

complexes. The rest of this chapter is a summary of these detailed plans.

### *Funding of Significant Components*

The San Francisco Unified School District hoped to acquire adequate funding for the complex plan through a combination of district, state, federal and foundation funds. With this in mind a preliminary budget was developed and subsequently revised and refined with consultant help. Contacts were made through the Superintendent and staff as well as through the community with private, state and federal agencies where possible funding might be available for innovative educational programs.

In addition, specific applications for funding were submitted to agencies which administer the following programs:

1. ESEA Title III (Elementary-Secondary Education Act) for consideration by the Title III State Advisory Innovative Education Commission and the State Department.
2. Miller-Unrich Reading Act for funds to support sixteen reading specialists.
3. Civil Rights - Title IV.
4. Title III Central Cities Project for an Elementary Science Resource Center to be continued with extensive participation from the 20 complex schools.

Other proposals to finance portions of the *Educational Equality/Quality Report #3* sought financial and technical assistance from business, industry and other organizations. Active participation in the Teacher Corps by the San Francisco School District is again expected for the school year 1970-71 and it is planned that an application will be made for Teacher Corps personnel in the complex schools.

### *Transportation*

The issue of transporting children by bus to schools was identified early as one of the most sensitive areas in the entire planning operation. However, the Advisory Councils and the Superintendent had accepted the goals and policies which had been laid down by the State Board of Education in Spring, 1969, which stated that any school that deviates 15% or more from the ethnic distribution of the school system as a whole is considered *de facto* segregated and the school district must develop plans to achieve the goal of sound ethnic distribution. Accepting this policy as its goal those involved in designing the Complex Plan directed themselves not only to the question of physical movement but also to the positive preparation of students, parents and the community at large for such movement. A great deal of research and study went into the questions of cost, health, safety and routes, personal services and types of vehicles. The planners anticipated that 4,500 of the 9,000 students living in the complex area would be provided with bus transportation to their assigned schools. Minimum distance busing providing for a minimum transportation time within each complex was recommended. Pre-planned pick-up points were designated to ensure that maximum safety would be provided. The issue of safety was of critical interest to parents in the Park-South/Richmond Complexes. This concern elicited the following recommendations:

1. That some type of Police Department crossing aides be employed to help with the primary school crossing since the older children normally used for traffic patrol duty will be attending a different school.
2. That the district publish in newspapers the bus pick-up routes and also safe walking routes and also mail this information to all parents involved.
3. That both the Police Department and the City Traffic Engineers be involved in the initial planning

of possible routes.

4. That bus monitors be employed for as long as seems necessary.
5. That information be given to the community at large concerning California's excellent safety record in busing of school children and the very stringent regulations governing school buses.
6. That inservice training be provided for both drivers and bus monitors regarding special factors involved in school busing.

The school district will also develop a data bank model for the 9,000 pupil population in the elementary school complexes in order that pertinent information on pupils can be easily stored and retrieved. This Datametric System will also provide information on physical facilities in the complex school buildings, their limitations and possibilities, which will enable staff to develop a model to scientifically match pupil-teacher with physical facilities in terms of the educational plan for primary and intermediate schools, and to achieve the sound ethnic distribution with minimum busing in accordance with the State guidelines.

*Parent-Teacher-Administrator Involvement in the  
Formative, Implementation and Operational Phases  
of the Plan*

As described in Chapter II the involvement of all segments of the community in the formative, operational and implementation stages of the Complex Plan was deemed crucial to its acceptance by the Board and the community-in-general and to its subsequent success. The planning staff appointed by the Superintendent began early in the Fall of 1969 to identify and work with school and community leaders to develop a vehicle for extensive participation and involvement of citizens and staff members in the Complex Planning operations. Consultant help was obtained to insure that the pattern set for this kind of involvement would prove

to be feasible.

Early in the Fall the Park-South Advisory Council and the Richmond Advisory Council were formed and they included a PTA or Parent Association representative and an alternate from each school in the educational complex areas. Other school and community organizations and school staff were invited to participate as follows:

- Teachers Representatives - Park South Schools
- Teachers Representatives - Richmond Schools
- Andrew Jackson School Site Council
- Bay Area Urban League
- Clarendon Parents & Affiliates
- Concerned Parents Association
- Coordinating Council for Excellence in Education*
- Coordinating Council for School Integration
- Haight-Ashbury Neighborhood Council
- Human Rights Commission
- Japanese American Citizens League
- League of Women Voters
- Mothers in Support of Neighborhood Schools
- Parent-Teacher Association (Second District)
- Parents for Community Schools
- Parents and Taxpayers
- Park-South Teachers Council
- Presidio Junior High School
- Richmond District Council
- Roosevelt Junior High School
- San Francisco Educational Auxiliary
- SCOPE

Community committees were established by each of the two advisory councils -- one for each of the nine areas outlined in the Board resolution of June 10, 1969.<sup>1</sup> Central office and field administrators were included in the committees. The committees scheduled meetings once a week to develop key recommendations which were subsequently

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<sup>1</sup> See pages 12 and 21-22.

included in the Superintendent's progress report. In addition to school district's Central Office staff the committees utilized the services of other district certified personnel, — the Superintendent's staff, Complex Planning staff, the Planning Centers and principals and teachers in the complex schools. The type of communication and sharing of ideas initiated by the advisory councils produced a wealth of suggestions for the development of both the quality and equality components of the educational complex plan. There is little doubt that the San Francisco Unified School District established a successful pattern for involving several hundred community and school leaders in the planning of the complexes which is another example of widespread school/community participation.

#### *Facilities and Physical Plant*

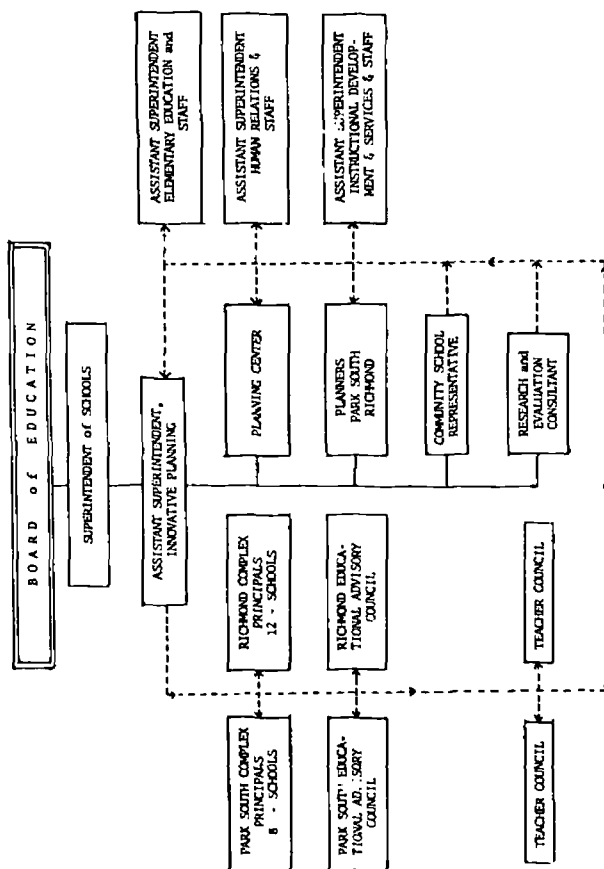
Soon after the Board issued its resolution approving, in principle, the Superintendent's recommendation for the Complex Plan, a review was made of the physical condition of the 20 elementary schools in the Park-South and Richmond Complexes. A preliminary examination identified the condition and general needs of each school — maintenance needs, including interior painting, lavatory facilities and drinking fountains suitable for the age levels of children to specific schools in the complex. The report indicated that all maintenance and repair work on the schools was scheduled to be completed by September, 1970.

#### *Junior High School Feeder Patterns*

Several recommendations were made by the two complex advisory councils regarding the issue of junior high school feeder patterns. Since the complex idea was conceived to be a total school experience for the student and not just an attempt to provide quality, integrated education at the elementary level, the question of what junior high school



Organizational Chart -- Planning for Complexes



children leaving the elementary would attend was an important question. The following proposals have been made in an attempt to answer this question:

1. Principle of quality integrated education should be extended throughout the system from kindergarten through grade 12 for maximum results.
2. All children in the complex should be kept together. The aims of the complex would be defeated by sending some children to schools not involved in complex planning.
3. Children attending elementary complex schools should attend the junior high schools within the complex area.
4. Actual feeder patterns for junior high schools should not be set up until the elementary complex with its proper distribution of students has been in operation for one year.

On the basis of some of the recommendations made, it was decided that further intensive studies of junior high school feeder patterns and curriculum needs should be made by committees, parents, teachers and administrative personnel.

*THE QUALITY COMPONENTS: Instructional Arrangements Including Pupil-Teacher-Paraprofessional Ratio, Programs for all Children, Grade Organization, Curriculum Materials, Cultural Learning Centers, Site Specialization and Other Innovations*

The success of San Francisco's Educational Equality/Quality Complex Plan is largely contingent on the quality educational components which are incorporated into it. These are essential to the implementation of a successful innovative program in the Complex schools. The curriculum committees of both advisory councils worked diligently on the development of components to insure pupil success

through maximum individualization and program flexibility.

Members of these committees have made an intensive study of exemplary instructional programs already operating in select San Francisco schools as well as in other school districts. The opportunity to see some of these exemplary individualized programs in action resulted in enthusiasm and support for their implementation in more schools.

The report submitted to the Board of Education in December, 1969, recommended the following in the area of instructional arrangements for the complex schools:

*Accountability and Performance Contracts*

Inherent in the development and organization of these programs is a diagnostic-prescriptive educational approach, with the teacher and publisher committed to the idea that all children can learn and must grow to the maximum of his or her capabilities. The San Francisco Unified School District would like to institute the kind of program in the complexes where failure does not occur. "In addition to teacher commitment the Superintendent is seeking accountability contracts from publishers who will bid on learning packages and consultant services with accountability provisions. The publisher would be paid on the basis of the successful student achievement of pre-negotiated standards of performance. The staff and community in consultation with staff members from the U.S. Office of Education will continue to weigh carefully the various approaches to accountability contracts and to consider experiences of other school districts with performance contracting and the whole idea of cost effectiveness in education."

In summary the instructional program for the Educational Complex would provide for the following:

1. *Behavioral Goals*

To effectively evaluate pupils as well as the cost effectiveness of the total program, brief concise behavioral goals will be developed to serve as benchmarks for this continuous evaluation process.

2. *Primary and Intermediate Schools*

The primary, intermediate school concept will be implemented with primary schools serving kindergarten through third grade and intermediate schools serving kindergarten and grades four through six.

3. *Grade Organization*

Each of the primary and intermediate schools will be organized on an individualized basis with the children grouped and regrouped according to need rather than by age or grade.

4. *Pupil-Teacher Paraprofessionals' Ratio*

Both teacher and community councils have recommended that class-size be reduced to a maximum of 25. However, until better evidence can be obtained on the cost effectiveness, further reductions in the near future seem to be financially prohibitive.

The Superintendent has strongly recommended a program of differentiated staffing with extensive use of paraprofessionals. Differentiated staffing also calls for the assignment of some teachers as guiding or senior teachers, others as regular instructors, and some as junior instructors. In addition extensive use will be made of team teaching, large group-small group instruction, and independent study, all of which call for some variation of differentiated staffing as against a fixed pupil-teacher ratio.

5. *Curriculum Materials*

In addition to using package learning programs made possible by the diagnostic-prescriptive instructional approach, State texts will be used in accordance with State law. Through the individualized approach it is possible for the instructional program to be restructured into several major blocks such as reading and language arts, math and

science, social studies and the fine arts.

6. *Learning Counseling Centers*

These centers will be established to provide for counseling and educational diagnosis which can lead to corrective and prescriptive instruction for each child who receives the guidance of the center.

7. *Library-Media Resource Center*

Sixteen schools in the complex will have Resource Centers with library services for each center. This will provide for a wide selection of library books and audio-visual aids and readiness materials.

8. *Elementary Science Resource Center*

It is recommended that school districts expand the Elementary Science Resource Center which was initiated through Title III ESEA and which is presently housed in the California Academy of Sciences in Golden Gate Park. The center in its expanded form would be used as a resource for the schools in each complex. The center provides a unique opportunity to expand the teaching of science in a highly creative manner and to serve as one of the centers of the staff development program in the field of science.

9. *Cultural Arts*

Title III Funding is being sought to implement a proposal in the cultural arts "New Concepts through the Cultural Arts." The following are examples of the elements that should be included in the program:

- a. Children's theatre in resident
- b. Tutorial experiences in music
- c. Opportunities to attend performances of the San Francisco Ballet, the San Francisco Symphony and the San Francisco Opera

10. *Special Education*

Plans are being developed by The Special Educa-

tion Services Division to meet the needs of the children in the Complexes who will be classified as "atypical".

11. *Cultural Learning Center*

Both Educational Councils in the two complex areas endorsed the idea of the center. However, the December report indicated that the planning of this component had not yet been completed. The superintendent summarized the approach that could be taken in the development of the center in his *Educational Equality/Quality Report #3*:

"The Cultural Learning Center which could be initiated first as a Curriculum Materials Center could provide rich opportunities with resources not available at each school. This could include a reading clinic, tutorial study center, communication skills laboratory, typing-shorthand laboratory, language laboratory, science-math computer laboratory, health services, testing and evaluation center, social skills center, children's center, family services, drama, arts and crafts laboratory, music center, television studio workshop skills laboratory, physical education and aquatic center and food services. The center could be open day and night and could serve the community on weekends and during the summer. Funding for this creative approach would depend upon the possibility of state, federal and/or foundation support."

12. *Computer Assisted Instruction*

The possibility of installing "plug-in" systems and computer assistance in the complex schools is being investigated. A study is being made of promising results being achieved in this area by other school systems.

The twelve items are to form the basis for achieving quality in the area of curriculum and instruction. The goal of both councils in this regard have been summarized in a report

of one of the advisory councils:

To provide an integrated educational program that will meet the needs and learning level of each child (is our goal). It is necessary to determine his needs and provide an environment that fosters healthy self-concept as well as educational achievement. Resources of both our community and total city will be considered as part of the educational laboratory of the pupil.

*Staffing and Staff Development – Professional  
Administrative and Paraprofessional – and  
Their Deployment*

The Advisory Councils made recommendations for the following staffing arrangements within the complexes:

1. Two complex Directors with necessary clerical staff
2. Paid and volunteer paraprofessionals assigned on the basis of differentiated staffing
3. Sixteen Library-Multi-Media Specialists
4. Sixteen Counselors or Learning Counseling Centers
5. Special Education staff based on need and allocation of state funds
6. Bilingual teacher based on need
7. Sixteen reading specialists
8. Specialists in Art, Music, Physical Education in accordance with present provision of assigning specialists to elementary schools to provide planning periods for all teachers and to enrich the educational program.

In accordance with Board of Education policy the Advisory Councils recommended that every effort be made to achieve an integrated staff that approaches the ethnic distribution of students in the Complexes. In addition, the Advisory Councils indicated that funds were needed for staff development in intergroup education and human relations and for furthering integration and educational equality for

the Complex schools.

*Plans for Systematic Evaluation of Teachers,  
Administrators and Pupils*

The growing demand among parents of school-age children for schools and teachers to be held accountable for the educational progress of students has not fallen on deaf ears among the complex planners in San Francisco. Teachers, administrators, parents and other interested persons from the community recommended that periodic evaluation become an essential part of the complex operation.

A sum of \$150,000 was allocated in the tentative budget for the Complexes for program and pupil evaluation. It has been recommended that these evaluations should be conducted by an outside organization or independent consultants retained by the school district.

The major thrust in the educational complexes is the achievement of quality integrated education for each child in attendance. Therefore the focus of pupil evaluation will be on changes in individual test scores over a period of time and on the child's adjustment in school.

Two task forces have been appointed by the Superintendent in the area of evaluation. One has been assigned to strengthen the present system of teacher evaluation and the other to strengthen the program of administrator evaluation, teacher participation will constitute an important part of this evaluative procedure. The evaluation instruments developed were to be field tested during the Spring Term of 1970 and implemented in the Fall Term, 1970. The outcome of such an evaluation procedure in the performance of both teachers and administrators should lead to the self-improvement of teachers and administrators both in educational effectiveness and attitudes as they work with a creative and innovative type of educational program in the Complex Schools.

In order to ascertain how the community perceives the complexes and the educational success of the Complex Plan,



it was suggested by the Advisory Councils that a stratified random sample of parents in each complex and the delegates and alternatives to each Complex Council be selected and surveyed on an opinion questionnaire by trained interviewers. A range of topics and issues raised by the community should be included in the questionnaire as well as questions specifically related to knowledge about the respondent.

The Superintendent and his staff plan periodic evaluation of all elements involved in the educational complexes -- pupils, teachers, administrators and community. The focus will be on the concept of accountability and the extent to which successful achievement is being realized to the limit of each child's ability. These evaluations will serve to keep all members of the school community informed of not only the progress being made in implementing those measures outlined in "Schools for Living: An Adventure in Education" but also informed about the contributing expectations and responsibilities of each member of the Complex Schools community as they relate to the educational process.

## CHAPTER IV

### The Plan Becomes Official

On January 6, 1970 as the preceding chapter indicated, the School Board of the San Francisco Unified School District voted unanimously to accept the Complex Plan and to implement it in September, 1970. In addition, the Board decided that it would assume almost one half of the financial costs of the program which were over and above the normal operating budget for schools in the complex areas. The additional 1.6 million dollars, they hoped would be contributed by outside funding sources. Subsequent to this action taken by the Board, those close to the situation in San Francisco have observed that in light of the current political and social pressures regarding school desegregation efforts, the overwhelming support of the Board for the Plan as well as the support and commitment of a significant segment of the community deserves high commendation.

The commitment of the Board to the integration of the Complex schools, and the inclusion of loop busing to achieve it, has been challenged a number of times since the Board approved the plan in January, 1970. In February, a newly elected member of the City's Board of Supervisors proposed that the busing issue be put on the ballot in protest against the Complex Plan. It was his opinion that the citywide vote would demonstrate that the majority of parents in San Francisco were overwhelmingly opposed to busing. The proposal was not implemented. Subsequently, San Francisco's mayor asked the Board of Education to delete the busing provision from its quality-equality program. The mayor also asked, at a later date, that the Board consider postponing the "integration-through-busing" plan for one year.

When the Board again resisted pressures from San Francisco's Mayor Joseph L. Alioto and announced that the Complex Plan would be implemented in September, 1970,

the Mayor suggested that the School Board, now appointive, be made into an elected body. An election he felt would also mean the rejection of the desegregation plan in the process. This move was stopped by a committee of the San Francisco Board of Supervisors.

During this period the San Francisco community had new indications from the National Administration that busing to achieve integration was an undesirable procedure. On February 16, 1970, the President of the United States indicated that desegregation plans "should involve minimum possible disruption -- whether by busing or otherwise -- of the educational routines of children" and he endorsed the neighborhood school concept. The Governor of California on February 17, 1970, in reaction to a court decision involving school desegregation in Los Angeles, assailed what he called "forced busing" of school children to achieve racial integration and said his administration would vigorously oppose it "by all legal means".

On March 12, 1970, the State Board of Education, also reacting to the court decision in Los Angeles which found the city board of education guilty of deliberately choosing to perpetuate segregation, repealed the "California Procedures to Achieve Racial Balance" mentioned in Chapter I and described in the Appendix. These regulations which had been adopted in February, 1969, required school boards to attempt to remedy racial imbalances. Although the repeal had no effect on previous local school board actions it did represent another step designed to frustrate those actively seeking solutions to school segregation.

In spite of extreme political pressure the Board of Education, on two occasions after January 6th, reconfirmed its commitment to the equality/quality plan and its implementation in September, 1970. On several fronts the Board had overt indications of strong community support. The Richmond Advisory Council -- composed of the parents, teachers and administrators concerned with the 12-school Richmond district -- called the mayor's position "unlawyer-

like" and "politically irresponsible". The board of directors of the American Civil Liberties Union of Northern California released a statement saying that "the mayor's position is undistinguishable from that of the Deep South governors and mayors in seeking to avoid through delay the meeting of constitutional, statutory and moral obligations to integrate schools". And, reliable, on-site reports indicate that at all public meetings of the Board at which the Complex Plan was being debated the majority of those who asked to speak from the floor spoke in favor of the desegregation, quality education plan. The Board has remained firm in its commitment to it.

#### - Conclusion

With the continued commitment of the Board to the implementation of the Complex Plan in September, 1970, parents, teachers and administrators who had actively supported its design continued to meet and plan for the smooth transition of the complex schools to the quality/equality operational stage. They soon realized that the success of the plan as presented to, and accepted by, the Board of Education was only the first stage towards achieving quality/equality in the schools as visualized by Dr. Jenkins in his *Report #3*.

All the obstacles had not yet been conquered, although during this first stage some important allies were won to the side of the Complex Planners. The need for funds continues to be a grave problem. The lack of adequate resources has already had a devastating effect on the plans approved on January 6th. The Board had appropriated additional district funds (\$1.2 million) to insure the provision of quality components in the Complex schools. However, the district was able to raise only an additional \$311,975 in foundation and federal funds for a total of \$1.5 million. This was \$1.3 million short of the budget outlined in the January, 1970, report to the Board. The Board was faced with three alternatives: 1) operating half the schools in both complexes;

2) eliminating one complex and maintaining all the schools in the other complex and 3) retaining all the schools in both complexes but using the existing funds to establish integrated quality education in primary and intermediate schools with over \$1 million to strengthen quality education.

After long discussion and debate the Board indicated that it would not vote to include all twenty schools in the Plan unless the quality components could be included as originally indicated. Consequently, a limited Complex Plan was approved which would include only the schools in the Richmond District. The original plan called for serving over 10,000 students. The modified plan will serve approximately 5,000. The schools in the Park-South District will operate in the fall as they did during the 1969-70 school year, drawing their students from their immediate neighborhoods and offering all six grades.

Reports from the San Francisco Unified School District indicate that the Richmond Complex operation did, indeed, get off to a good start in September 1970, thanks to the planning and hard work of the community and school staff. A large part of this initial success can be attributed to the enthusiasm demonstrated by teachers in a series of three workshops of two and three-days duration held prior to the opening of schools in September 1970. These workshops were designed to re-train these teachers for individualized instruction and for the special problems involved in the implementation of the Complex components. The present focus of the Richmond District community people is toward the creation of procedures and policies which will set up community participation in the Richmond Complex on a more formal basis. This activity is meant to transform the idea of the Advisory Council from a rather loosely organized group to a rather formal organization. School administrators and other interested members of the community in the Richmond Complex are discovering, in practice, that real difficulties can develop when a desegregation plan emphasizing quality educational components is initiated in only one

segment of a school system. In light of the overwhelming fiscal problems which face urban school systems in general, some issues are less manageable in terms of implementation than others. This is especially true as the broad disabilities of the system as a whole spill over to "special" or "model" districts such as the San Francisco complex operation in Richmond. One illustration of this phenomenon in San Francisco is the issue of class-size. Approximately three weeks after the opening of the 1970-71 school year, members of the community and teachers in the Richmond Complex created a tremendous uproar on the grounds that class sizes had not been reduced as recommended. This resulted from a misunderstanding based on the Board's decision, for budgetary reasons and in light of other priorities, to declare a moratorium on its class size reduction program, district-wide. The problem has not yet been resolved and its resolution will be of critical importance to the overall short-run, as well as long-run success of the Plan since the concept of the Complex has been accepted by the community basically on the grounds that there would be a higher quality of education which many believe is dependent on the reduction of class size as well as the changing of teaching methods.

In spite of the tremendous set-backs and the obvious disappointment of those persons who had enthusiastically participated in the Park-South Council, the Complex Plan as it operates in the Richmond District could still provide the impetus for achieving city-wide quality integrated education, or, at least, it might become one of several possible models for achieving quality/equality in other parts of the city of San Francisco. The months preceding its implementation have taken on the characteristics of a basically happy "courtship" among the planners in the school administration and the community. As the problem of making it all work approaches, the rest of the San Francisco community will be keeping a close watch on the operations of the one Quality/Equality Complex. Optimism runs high among many sectors that the successful interaction of the parents,

teachers, community representatives and administrators who participated in the design will carry its own momentum during the operational phase to overcome the many problems that might occur.

The Council of the Great City Schools is pleased to have been a part of the "complex planning" task in San Francisco and Council staff has reason to believe that the cooperation generated between San Francisco school staff, the Complex community and the Council was mutually pleasing and beneficial. The following statement made by the President of the San Francisco Board of Education, Alan H. Nichols, is indicative of the support the Council has received in providing technical assistance for school desegregation activities:

On behalf of the San Francisco Unified School District and the citizens of San Francisco, and more particularly its students, involved in the unique educational experience in the Richmond District, I want to thank the Council of the Great City Schools, its staff, committees, and members who were helpful in our planning. Their contributions were individually and collectively outstanding. San Francisco feels indebted to the rest of the major districts in this nation, through the Council of the Great City Schools, for the benefit of the time and experience of so many of these great districts who have had, and continue to have, similar problems. It is, to me, the essence of the advantage of the Council to provide a vehicle through which the Great City School Districts can share experiences for the betterment of education to all of those students attending school in the twenty-one largest districts.

## APPENDIX

### California Procedures to Achieve Racial Balance

[The following description of procedures to achieve racial balance in California school districts were developed by the California State Board of Education in February, 1969, as an amendment to Sections 2010 and 2011 of the California Administrative Code, Title 5, Education. They provided a basis on which many California public school districts could begin to design and implement desegregation plans.

On March 12, 1970, the procedures were repealed by the State Board of Education in what seemed to be a response to the growing social and political pressures imposed by those opposed to school desegregation efforts including busing to achieve racial balance.]

In 1962, the California State Board of Education declared that persons and agencies responsible for the establishment of school attendance centers or the assignment of pupils should exert all possible efforts to prevent and eliminate segregation in the schools. In February 1969, the State Board of Education reaffirmed and clarified this policy. Sections 2010 and 2011 of the California Administrative Code, Title 5, outlined procedures which were designed to assist school districts in meeting their responsibilities to prevent and eliminate racial and ethnic imbalance as defined by the Code.

In California, the Procedures stated, there is racial imbalance in a school if the enrollment of pupils of any racial or ethnic group differs by more than 15 percentage points from the district mean of pupil enrollment for that group. In 1968, three-quarters of all Negro pupils in California attended racially imbalanced schools, as did more than half of



all Oriental pupils and nearly half of all Spanish-surname pupils.<sup>1</sup>

The California State Department of Education required that an evaluation of any school plan take into account both its feasibility and the reasonable likelihood that it would effectively prevent and eliminate imbalance. The 15-percent-age formula or the 30-percentage-point range of balance was intended to be a guide regarding the extent of imbalance and the need for corrective planning. The following points indicate what elements were deemed necessary for an effective district plan:

- (1) a clear and firm declaration of policy by the school district governing board that is consistent with the declared policy of the State Board of Education in sections 2010 and 2011 of the California Administrative Code, Title 5, Education;
- (2) a review of the relevant facts about the district, including among others, data on the racial and ethnic compositions of each school, space and building needs, location of facilities, school organization by grades, finances, curriculum, staffing, student achievement, community relations and projected population changes;
- (3) sequential administrative steps to be taken to prevent and eliminate imbalance in the schools of the district, with a timetable for each step;
- (4) assignment of specific staff responsibility for implementation of the plan, with consideration of the strengths and weaknesses of the personnel involved;
- (5) provision for preservice and inservice education of staff in conjunction with the steps to be taken in desegregation and integration;

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<sup>1</sup>*Procedures to Correct Racial and Ethnic Imbalance in School Districts:* California Administrative Code, Title 5, Education, Sections 2010 and 2011. California State Department of Education, 1969.

- (6) provision for community relations and public relations programs in preparation for desegregation and integration;
- (7) provisions for improvements in the educational program, including intercultural curricula and ethnic studies;
- (8) procedures for continuing evaluation of the effectiveness of the plan in eliminating racial and ethnic imbalance and for necessary modifications for continuing effectiveness.

In developing policies to assure equal educational opportunities and high-quality integrated education for all children the guidelines urged school officials to remember that social and ethnic balance is only one pre-requisite. Often in the attempt to design and implement alternate plans for desegregation, the need to improve many other aspects of school district offerings in order to provide equal educational opportunities is brought to light. The curriculum and the program of instruction should be studied and revisions made to assure that all students will have an opportunity to learn the history and contributions of various racial, ethnic and cultural groups; the pluralistic nature of American society; and the many intergroup relations issues in the school and community. In addition, an effort should be made by the school district to find ways to involve individuals and groups from the local minority communities in curriculum development in these subject matter areas. The California Administrative Code further counseled that procedures for eliminating and preventing racial imbalance include a strong community relations and information dissemination component; parents and other citizens should be informed by school districts about the issues involved in correcting racial and ethnic imbalance in the schools. Local school district governing boards and administrators should deal openly with the facts and involve interested individuals and community groups in corrective planning. Among the policies and procedures that have been developed by school districts in

California for the purpose of promoting effective communication practices are:

1. Assignment of responsibilities to specific staff for community relations.
2. Establishment of procedures for regular communication with the general public and with community organizations, both majority and minority. (Opportunities for community participation in assessing needs and in proposing solutions should be provided).
3. Appointment of board committees or committees of citizens representing different groups in the community to review the facts and advise the governing boards and superintendent concerning alternate plans.
4. Employment of intergroup relations and human relations personnel representing different racial and ethnic origins, including bilingual personnel to deal with problems of Spanish-speaking and other non English-speaking minorities.
5. *Employment of in-district and out-of-district consultants.*
6. Broadening the representation of community groups, including civic, business, labor, ethnic or religious groups, and non-school public agencies in advisory and cooperative relationships with the schools.
7. Recruitment of parents and others in different areas of the community for teacher aides, community aides, and other paraprofessional positions.
8. Improving means by which individual or group grievances concerning the schools are heard and resolved.
9. Holding planning seminars and community meetings at which citizens are able to discuss problems and concerns with school personnel for ethnic, and socioeconomic isolation of different groups.

In California, the principal test of a program to correct racial imbalance is its effectiveness in preventing and eliminating the segregation of students of any racial or ethnic group in the schools of a multi-ethnic district. In addition to meeting the criteria of this test, the local school district should be constantly seeking the development of a superior school system which can be characterized in part by the following criteria:

1. Wherever *de facto* segregation exists, the community, board of education, administrative staff, and local professional associations cooperate at developing sound and imaginative plans to eliminate or reduce the conditions.
2. Plans for achieving a more desirable racial and ethnic balance of pupils and staff, and personnel are accompanied by programs aimed at strengthening school curriculums and at developing democratic understandings, attitudes, and patterns of behavior among all individuals and groups concerned.
3. In addition, funds are used to inaugurate and conduct inservice training of staff personnel in human relations, intercultural understanding, and strategies for educational change.
4. The cooperation of appropriate community agencies is enlisted in efforts to achieve and maintain equality of educational opportunity.
5. The public is helped to understand that ending *de facto* segregation is an educational problem as well as one facing the community at large.
6. As part of the system's efforts to achieve equality of educational opportunity, schools located in disadvantaged areas or serving disadvantaged children offer, in addition to specially staffed before-school, after-school pre-kindergarten, summer, and remedial programs of various types, all the special opportunity programs found in other schools of

the system.

7. Systemwide criteria for the selection of textbooks and instructional materials include emphasis upon the realistic portrayal of minority groups, balanced treatment of current social issues, contribution to intercultural understanding, and success in relating the school experience of pupils to the realities of their daily lives.

### **RACIAL EQUALITY COMMITTEE**

Dr. John B. Davis, Chairman  
Dr. Virginia F. Lewis, Vice Chairman  
Mr. George Hutt, Advisor  
Dr. Robert E. Jenkins, Previous Chairman  
(1967-1969)

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Atlanta City Public Schools

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Baltimore Public Schools

Dr. Bernard H. Shulman  
Boston Public Schools

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Mrs. Louis A. Malis  
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Detroit Public Schools

Mr. Arthur Johnson  
Detroit Public Schools

Mr. Sam Hammerman  
Los Angeles Public Schools

Mr. Julian Nava  
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Mr. Edgar Bailey  
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Dr. William M. Lamers  
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Dr. John B. Davis  
Minneapolis Public Schools

Dr. Robert Williams  
Minneapolis Public Schools

Mr. Frederick H. Williams  
New York City Public Schools

Mr. Oliver Lancaster  
Mr. Robert Blackburn (1968-70)  
Philadelphia Public Schools

Mr. George Hutt  
Member, Board of Education  
Philadelphia Public Schools

Mr. John Brewer  
Pittsburgh Public Schools

Mr. Ellis Casson  
Portland Public Schools

Mr. Thomas McJunkins  
San Diego Public Schools

Dr. William Cobb  
San Francisco Public Schools

Mrs. Adella Smiley  
Member, Board of Education  
St. Louis Public Schools

Mr. Rufus Young, Jr.  
St. Louis Public Schools

Mr. Leroy Dillard  
District of Columbia Public Schools